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ABSTRACT

This document contains the proceedings of a conference for educators, business leaders, and government officials involved in school reform. The speakers at the conference were involved in city-wide partnerships that establish long-term, measurable goals for school improvement in exchange for business' pledge of employment opportunities for youth. The first section, The Imperative to Act, discusses why business needs to get involved in school reform and the costs of not doing so. In the section called Waves of Action, an argument is made for businesses to take a step beyond the "fuzzy altruism" of adopt-a-school and job and grant programs to become a "tough-minded friend" that holds schools accountable to high standards of performance. The third section, called Action Steps and Findings, describes the experience of the Boston Compact and highlights 10 lessons learned from similar compact projects. The section called Guideposts for Action Assessment examines how to measure the success of business-education partnerships with a three-element framework: conditions for change, defining change, and managing change. Appendix A states five goals of the Boston Compact. Appendix B is an 11-item bibliography of articles, reports, and newsletters. Appendix C describes the backgrounds of the conference speakers. The document concludes with a list of the National Alliance of Business (NAB) board of directors, locations of NAB, and the board of directors of the Institute for Educational Leadership. (CML)

CORPORATE
action
PACKAGE

AMERICA'S LEADERS SPEAK OUT ON BUSINESS-EDUCATION PARTNERSHIPS

Proceedings and Recommendations from the Compact Institute/Business Leadership Forum

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Proceedings and Recommendations from the Compact Institute/Business Leadership Forum

NATIONAL ALLIANCE OF BUSINESS
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The National Alliance of Business builds business partnerships with government, labor, and education to assure quality in the American workforce. The Alliance shapes social policies to improve education and strengthen job training, to develop versatility and instill the values essential to success in the modern workplace.

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FOREWORD

In the spring of 1989, the National Alliance of Business and the Institute for Educational Leadership (IEL) collaborated to bring together a group of community and corporate leaders—all working on the cutting edge of education reform in their respective cities—to discuss the roles that business can play in effecting meaningful school improvement efforts. Attendees at the two and one-half day Business Leadership Forum in Washington, DC heard from business, education, community and government leaders from across the country. The participants' common characteristic was the commitment they had all made to community-wide partnerships resulting in school improvement at both the local and state levels.

This Business Leadership Forum was held in conjunction with the Alliance's annual Institute for the Compact Project, the Alliance's initiative that builds business leadership to help schools establish quantifiable goals for improving education, reducing dropout rates, and enhancing youth employment. Since 1987, the Alliance has held Institutes for the leadership and planning teams from the 12 Compact Project cities to work with each other and national experts on issues pertinent to partnership development and education reform.

For its 1989 meeting, the Alliance decided to expand the scope of the annual Compact Institute to include other cities that had elected to address issues of school improvement through partnership agreements with their business and other community leaders. In expanding both the meeting's objectives and audience, the Alliance chose to work with IEL, an organization dedicated to educational improvement, to sponsor the Forum.

Our intention with the Forum was to bring together leaders from all sectors of a city—education, business, community-based organizations, and government—who have made the commitment to improving their schools through community-wide partnership efforts. Our intention with this report is to provide the highlights from this excellent conference, in the hope that they will assist other communities to begin—or to continue—to use these essential collaborative approaches for education improvement. ***America's Leaders Speak Out on Business-Education Partnerships*** describes the Forum's proceedings and includes presentation highlights from the various speakers. "Lessons learned" from the Alliance's 12 Compact Project cities, recommendations from partnership evaluation studies, and practical suggestions from those who have been out in the "trenches" are included.

The collaboration of our two organizations for this Forum underscores our endorsement of collaborative approaches for the improvement of the educational system. Our partnership reaffirms the need for business people and educators to engage in a dialogue that is so essential if our nation's education reform movement is to be sustained and our young people are to receive the educational opportunities so critical to our collective futures.

William H. Kolberg
President
National Alliance of Business

Michael D. Usdan
President
The Institute for Educational Leadership

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INTRODUCTION

On this, the dawn of the post-industrial economy and the eve of the 21st century, there is a growing national debate over new directions for primary and secondary public schools as birth rates decline, the number of ill-equipped, undertrained workers increases, and the ranks of the economically and culturally disadvantaged swell. Business leaders have joined that debate, realizing that their economic survival could very well depend on the products of a restructured, retooled, and more effective education delivery system.

In April 1989, the National Alliance of Business (NAB), in cooperation with the Institute for Educational Leadership (IEL) and with support from the U.S. Departments of Health and Human Services and Labor, the Reader's Digest Foundation, and the Edna McConnell Clark Foundation, held a conference for educators, business leaders, and government officials involved in the complex mission of school reform. They heard from the "agents of change" involved in the growing field of business-education partnerships.

Loosely defined, these projects are city-wide partnerships that establish long-term, measurable goals for school improvement in exchange for business' pledge of employment opportunities for youth. In some cities, the efforts have made strides toward the loftier, and more difficult, goal of achieving fundamental changes in the way schools operate and perform, seeking to evaluate, improve, and/or advance such things as school-based management/ shared decision making, new professionalism, revised curriculum, and accountability.

The "granddaddy" of compact projects, the Boston Compact, was instituted in 1982 through an intermediary organization, the Boston Private Industry Council. In 1986, NAB proposed to the U.S. Department of Health and Human Services that a national demonstration project, the Compact Project, be instituted in selected cities to replicate the principles of the Boston Compact. School and business leaders were to agree on a set of *quid pro quo* goals, based on local needs and resources, that would trade increased school attendance, reduced dropout rates, and improved student achievement for business' guarantee that public school students would receive priority hiring in summer and full-time private sector jobs. The cities selected by NAB in 1987 to participate in the Compact Project were Albuquerque, Cincinnati, Indianapolis, Louisville, Memphis, San Diego, and Seattle. A year later, five more sites signed on: Detroit, Miami/ Dade County, Pittsburgh, Providence, and Rochester.

As coordinator of the Compact Project, NAB provides small planning grants, training, and technical assistance to the selected communities. It also sponsors a yearly institute for the Compact cities' participants to learn about the latest information in school-business partnership development and implementation as well as programs for at-risk youth. For its 1989 Compact Institute and Business Leadership Forum, NAB, consistent with the importance of a strong collaboration between the business and education communities, chose to collaborate with IEL, a nonprofit organization dedicated to educational change.

Those involved in the Compact Project and other collaborations and those concerned with judging their progress met at the Compact Institute, held in Washington, D.C., to discuss the successes of, and the pitfalls encountered by, these far-reaching,

locally designed and implemented, school reform initiatives. This report, broken into four sections, shares those findings and observations and, in some instances, draws upon the finding of other sources.

The first section, **The Imperative to Act**, discusses why business needs to get involved in the complex world of school reform and the costs of not doing so. In **Waves of Action**, an argument is made for businesses to take a step beyond the "fuzzy altruism" of adopt-a-school and job and grant programs to become a "tough-minded friend" that holds schools accountable to high standards of performance.

The third section, **Action Steps and Findings**, details the Boston experience and highlights 10 lessons gleaned from the experience of communities involved in compact projects. These are the broad issues community players should keep in mind as they attempt to formulate and establish their own compact projects.

And the last section, **Guideposts for Action Assessment**, takes a look at the tricky business of judging success. After the framework is established, and the dollars are spent, how *do* you determine whether your schools are improving and your venture is sound?

Be forewarned. This report offers no pat answers, only guidelines for those involved in compact ventures are learning as they go in this pioneering wave of business-school partnerships. The cities in NAB's Compact Project began with a collaborative approach to find solutions to the problems facing their community's at-risk youth. Using these intact partnerships as a base, some communities have used their collaboratives to begin to address the larger issue of school reform. Unlike the quick-fix, feel-good design of adopt-a-school and job and grant programs, compact ventures can be used as an approach to restructuring public education—a formidable goal for which, as one conference participant noted, "snake oil" is nonexistent and "sustained trial and error" is necessary.

It is hoped that this report will serve as both an entry point of discussion for business people seeking a new, and comprehensive way of instituting changes in the nature of public schooling and a networking tool for persons involved in compact projects.

THE IMPERATIVE TO ACT

Signposts of Trouble

American business is at risk, suffering from a rising tide of mediocrity in its most valuable asset: human capital.

While this assessment may invoke remembrances of "A Nation at Risk," the "open letter to the American people" that spawned a nationwide education reform movement six years ago, the message may strike a more familiar chord among managers and personnel officers who lament that today's young workers are woefully unprepared to meet on-the-job challenges and to adapt quickly to the changing workplace needs of a post-industrial, knowledge-based economy.

Nowhere is the problem more acute than at the entry level. As the "baby bust" generation comes of age, the overall number of youths entering the job market has been declining, and the pool of applicants increasingly comprises high school dropouts, ill-prepared high school graduates, and immigrants unfamiliar with American language and culture. Many youthful applicants, especially in the inner cities, come from impoverished backgrounds.

This set of economic and demographic circumstances means that "for the first time in the history of this nation, we no longer have the luxury of any throwaway children," says David W. Hornbeck, former State Superintendent of Schools in Maryland.

Dr. George J. McKenna III, Superintendent of the Inglewood Unified School District in California, echoes that sentiment, saying educators must not assume "that the brightest and best students are the ones we should focus on, leaving the others to some green door behind which a dropout counselor is waiting."

Public Education's Quixotic Goal

But the problem is not limited to the disadvantaged; increasingly, American businesses are finding that today's "average" student is far below par. "If the average kid was a success story, maybe we wouldn't have to talk about wide-sweeping school change," said a school board member at the compact conference. "Our businesses are not happy with our high school graduates, to say nothing of the kids who do not make it that far."

According to the sixth annual report card on schools, released by the U.S. Department of Education in May 1989, the dropout rate is up in 31 states; nationwide, almost three out of every 10 students fail to finish high school. And scores on two major college admissions tests have leveled off in the past three years, with many states showing declines. In response to the findings, Secretary of Education Lauro F. Cavazos said the school reform movement "has lost its momentum. We're standing still. This situation scares me and I hope it scares you, too."

The situation has prompted Denis P. Doyle, a senior research fellow at the Hudson Institute, to ask employers to "imagine what it would be like to have 18-year-olds knocking on your door who are fully, broadly, and deeply educated. Youngsters who can read, who can write, who can talk, who can think, who can communicate and who can give instructions and receive instructions both orally and verbally. Youngsters who can read complex drawings and. . .who, most importantly, are prepared to continue learning in their adult life."

Doyle's words to describe the ideal worker could also be used to help define the noble mission of a democratized public education system, one in which America has placed great stock. But in too many cities, and in too many schoolhouses, that mission has eroded into a quixotic goal.

As the "baby bust" generation comes of age, the overall number of youths entering the job market has been declining, and the pool of applicants increasingly comprises high school dropouts, ill-prepared high school graduates, and immigrants unfamiliar with American language and culture.

"The business part of our society is paying for education at least twice, and maybe three times. . . . And the third cost, the most serious cost, is the loss of productivity, over and over and over again."

William H. Kolberg
President
National Alliance of Business

"You from the business community now begin to see that we have been turning out defective products," schools superintendent McKenna says. "When we turn out defective products, it doesn't mean the people are defective. It means what they are prepared to use when they leave the system is defective."

Paying for the High Cost of Training

The system is public education, K-12, a venture that costs America $185 billion a year and consumes 4.1 percent of the nation's gross national product, according to William H. Kolberg, President of the National Alliance of Business (NAB). In 48 states, Kolberg says, public education is the largest single government budget item.

But America is not getting a return on its investment, he says. And business, just one voice in the rising chorus of disgruntled customers, is increasingly being forced to pick up the tab.

"The business part of our society is paying for education at least twice, and maybe three times," Kolberg says. "We pay for it first through tax support for our public schools. We pay for it again when we have to re-educate workers who were not trained right the first time. And the third cost, the most serious cost, is the loss of productivity, over and over and over again."

According to "The Learning Enterprise," a 1989 report by the American Society for Training and Development and the U.S. Department of Labor, employers spend about $30 billion, or 1.4 percent of payroll, to provide formal training and development for workers. With that expenditure, only one in 10 American employees receives some type of training on the job. The report also found that general and vocational education students together make up about 61 percent of the high school student population. This "other half" of the high school graduating class, states a press release on the report, "appears to be receiving poor basic skills education and outdated occupation preparation that ultimately limits opportunities and effectiveness in the workplace."

The findings highlight why the business community is getting involved in school reform. The reasons revolve around self-interest: the necessity to compete in the modern world of science and technology and to close what Kolberg calls the "skills gap that makes young people unable to cope with the competencies that our employers need."

But business is also getting involved because there is a growing awareness that other segments of society are not getting involved.

"I really don't think that there is a wide majority of people who are as seriously concerned as business people are about the quality of education, vis-a-vis the workforce of the future," says Gene E. Cartwright, Manager of Community and Urban Affairs at the Amoco Corporation. In Illinois, he notes, only one-third of the voters have children in school, which he believes led to the defeat of 31 of 39 recent school bond referendums.

Ferdinand Colloredo-Mansfeld, Chairman of the Boston Private Industry Council and Chairman and Chief Executive Officer of Cabot, Cabot & Forbes, says that in Boston, "only about 20 percent of the voters have kids in the school system. Or, looking at it the other way, 80 percent of the voters look at the school system as a problem with which they have very little to do."

Doing More with Less

This situation is not limited to a handful of communities. Nationwide, "the constituency for public education is eroding and shrinking under our noses, and we desperately need the business community to weigh in politically," says Michael D. Usdan, president of the Institute for Educational Leadership (IEL). "Only 23 percent of the households in the United States now have kids in schools."

The bottom line is that schools, especially those in the inner cities, are asked to do more with fewer resources and support. They are asked to serve an increasingly diverse population that includes a large number of immigrant children unschooled in English and in American customs. Schools are asked to be both teacher and social worker to children who have emotional and mental problems that lead to alcoholism, crime, drug abuse, and despair. And they are asked not only to educate, but also to play mother and father to children who come from homes that are poor, broken, distant, or abusive.

Meanwhile, society's more affluent members, those who are more likely to get involved in supportive partnerships with the school, are bailing out, sending their children to private schools or moving out of one attendance district so they may send their children to hand-picked public schools in another. And perceptions of school failure, whether founded or unfounded in the statistics measuring high dropout rates, low achievement, and low attendance rates, pose severe hardships for politicians who seek to attract business and industry to their communities.

At the same time, notes Albert Fondy, president of the Pittsburgh Federation of Teachers and the Pennsylvania Federation of Teachers, the historical "triangle of support" for children—family, church, and state—has weakened.

"In many, many cases, the family simply is not a factor overall in terms of the ability of children to grow to adulthood in the best kind of circumstances," he says. "To begin with, the majority of families are single-parent families. And (often) when there are two parents, they both work. You know that children don't have as much attention at home as they need to have, and there are instances of abuse and all kinds of mental and emotional problems. The family, as critical as it is, and it is critical, has changed."

The church, Fondy adds, "in many cases yet in our society. . .is a major factor. But in other areas, in communities with many children, the church is a non-factor. It isn't there."

That leaves the state, Fondy says, "and in the best sense of the word the state is the schools. We have to succeed, because we are the only pillar of this society left to help kids out and to bring kids into a successful or potentially successful adulthood. There isn't any alternative. It is essential that schools succeed if our children are going to be educated. It is essential that schools succeed if we are to meet the social problems that our children face. It is essential that (schools) succeed if we are to deal with the drug and alcohol problems and the emotional and mental problems that children face. It is essential if we are to have kids able to be employed."

Nationwide, "the constituency for public education is eroding and shrinking under our noses, and we desperately need the business community to weigh in politically."

Michael D. Usdan
President
Institute for Educational Leadership

"What it takes is nothing short of a revolution in the way the community regards its schools."

Paul T. Hill
Senior Social Scientist
RAND Corporation

Finding Hope in a United Community

While the obstacles are formidable, there is hope. In a report on the progress of six troubled school districts that have reputedly made major improvements, the RAND Corporation concludes that big-city school systems can be turned around.

"What it takes is nothing short of a revolution in the way the community regards its schools," says Paul T. Hill, a senior social scientist for RAND and a co-author of the report, *Educational Progress: Cities Mobilize to Improve Their Schools*.

"Communities have come to regard schools as bureaucratic organizations that are quite apart from everything else that goes on," Hill says. "One assumes that the bureaucracy of the school system will take care of the school problems and that they can be held accountable in sort of a mechanistic, hands-off way. Well, that's not the way schools can be improved. In fact, traditionally in America, schools were community activities. They were not bureaucratic activities, bought and paid for. Instead, they were things that everybody in the community took responsibility for."

As noted in the RAND report: "An urban school system can be turned around only if the entire community unites on its behalf. The problems are too severe and intertwined—and entangled with broader community social and economic events—to be solved by the educational bureaucracy."

Toward that end, it is noted that local business must play an active role, to be, as one conference participant put it, the "tough-minded" friend that not only demands, but encourages and supports educational reform.

WAVES OF ACTION

Taking a Page From the Book of Business

For American business and industry, the past 10 years have marked an era of profound restructuring, reshaping, streamlining, and reorganization—all in the name of survival. It is time now for American schools to follow suit.

So contend Doyle, Colloredo-Mansfeld, and a growing number of business people and educators nationwide.

"Business changes only because it must, and change it must if it is to compete in a changing world," says the Hudson Institute's Doyle. "That's why Xerox restructured. That's why Detroit has restructured. That's why almost every major American corporation today that is still showing a profit has gone through a painful and difficult and demanding restructuring. They have flattened their organization charts. They have pushed decision making down as far as possible into the organization. They have increased professionalism. They have responded to the competitive pressures by becoming very, very different organizations, and that is exactly what schools must do if they are to survive."

Colloredo-Mansfeld, of the Boston Private Industry Council, agrees. "We have had to rethink everything we do in business, from product line to employment policy," he says. "And we do this to survive in a world that is increasingly more competitive. But our public institutions have not changed. I think the message to the business community is clear: You cannot be bashful in demanding a public education (system) that (applies) the same concepts of performance and accountability and high standards of measurement that must be used in the private sector."

As it stands now, Superintendent McKenna says, schools "exist whether we perform well or not. . .You and I have not held them accountable. And when I say you and I, I'm talking about those of us on the inside and those of us on the outside."

Moving Beyond "Fuzzy Altruism"

It is time, then, for the "insiders" and the "outsiders" to join forces and to face a hard reality. As Doyle puts it, "we must remind ourselves, beyond a shadow of a doubt, that there is no such thing as a social organization that will change itself without outside pressure. Schools need a tough-minded friend that will hold (them) to high standards of performance."

If it sounds like hardball, maybe that is because business, having gone through—or in the throes of—a painful readjustment, is coming to realize that the "fuzzy altruism" of adopt-a-school and job and grant programs will not be enough to guarantee the type of workforce needed to compete against the technological sophistication and efficiency of its foreign competition.

"There seems to be an emerging sense of growing political involvement on the part of the business community, and I think that should be applauded, although it may be somewhat more contentious for all parties," says Usdan of IEL.

In Detroit, the business community was heavily involved in the 1988 elections and played an instrumental role in establishing a new slate of school board members. In Chicago, the business community advanced a dramatic reform plan that called for the removal of the present school board, the appointment of a new school board, and the establishment of elected school councils of six parents, two teachers, and two community members each, along with the principal.

> ***". . .there is no such thing as a social organization that will change itself without outside pressure. Schools need a tough-minded friend that will hold [them] to high standards of performance."***
>
> *Denis P. Doyle*
> *Senior Associate*
> *Hudson Institute*

The goal of compact agreements is. . . to seek fundamental changes in the nature of schooling by agreeing to a set of specific goals and outcomes.

Under the Chicago School Reform Act of 1988, the councils are authorized to hire principals and to terminate them for failure to perform as measured against school development plans developed by the councils. The central administration budget was cut to free funds for the local school councils, a search for a new superintendent was mandated, and principals were given the power to fill teacher and staff vacancies as they occurred.

To achieve its goal of hard-core reform, the Chicago business community hired professional lobbyists and public relations firms and established a network of lobbyists that involved some 24 chief executive officers, says Amoco's Cartwright. The business community, he adds, also underwrote the cost of sending more than 3,000 people to the state capital to lobby for the reform and went public asking for an income tax increase on both corporations and individuals, provided that the money was earmarked for education.

Joining Forces in the "Compact" Approach

No longer is business involved in education for purely philanthropic reasons. "Business must realize that supporting the public schools is not a matter of public relations, but a necessity," wrote NAB president Kolberg in an article for the opinion pages of the *Los Angeles Times*. "For years, businesses have donated time and money to local schools, but at this point something more is needed. Paying for athletic uniforms, speaking in a classroom, offering plant tours, or showing up for career days is simply not enough."

One new wave of business involvement is the "compact" approach, in which communities develop citywide, business-education partnerships that establish long-term, measurable goals for school improvement in exchange for business' pledge of post-secondary assistance and employment opportunities for youth.

In Albuquerque, NM, for example, the school system signed a five-year compact agreement, which calls for reducing the dropout rate annually by 2 percentage points; for increasing attendance from 93.8 percent to 95 percent by 1993; for raising performance on standardized tests by 3 percentile points annually in schools where students function below the 50th percentile; and for increasing annually by 2 percentage points the number of students who pass the state high school competency examination.

In exchange, the University of New Mexico agrees to increase by 2 percentage points annually the number of high school graduates enrolled from schools that currently send less than 20 percent of their graduates to the institution. The business community agrees to make the hiring of public school youth a priority; to provide 45 mentors, to increase by 45 annually; and to provide 60 summer or part-time jobs, to increase by 60 annually. And the local government agrees to provide 500 summer jobs through the Job Training Partnership Act and 15 jobs through other government sources.

The goal of compact agreements such as Albuquerque's is to move beyond what Bill Spring, Vice President of Community Affairs for the Federal Reserve Bank of Boston, calls the "be-a-nice-guy-and-take-a-school-to-lunch" stage, and the succeeding stage of individual adopt-a-school partnerships, and to seek fundamental changes in the nature of schooling by agreeing to a set of specific goals and outcomes.

Erasing the Bottom-Line Mentality

But the task is not that easy. For one thing, a bottom-line mentality finds solace in the fast and tangible results that the more narrow "quick-fix, feel-good" programs can readily provide. After a year or two, for example, one can point to the success of an adopt-a-school program that results in the donation of X number of dollars worth of computer equipment to benefit X number of students; or the employment-preparation program that results in X number of teenagers being placed in X number of jobs.

On the other hand, says Thomas J. Smith, Vice President and Director of External Affairs for Public/Private Ventures, a firm hired to evaluate the progress of compact projects that receive assistance from NAB, patience and enthusiasm wear thin for the years-in-coming results of broader efforts that seek to serve as a catalyst for systemic reform and that "have the potential to serve far more youngsters and to produce far more changes of an important kind."

Broader efforts attempt to deal with such issues as community and parental involvement; day care and early childhood education; school governance, decision making, budgeting, accountability, instruction, staff differentiation, professional development, and contract negotiations; and the myriad of dynamics and relationships involved in each area.

"We start out with the hypothesis that school change is the most important thing that we can try to do," Smith says. "I think we also start out with the realization that it might not be enough, that there are a set of issues that are large and that are vexing, and that are of long duration, that have to do with poverty more than they have to do with schooling and education."

Nevertheless, he adds, "we've focused on this mechanism, the education forum, as one that we believe gives us the greatest shot at addressing a lot of those problems. . . It's that potential that continues to drive the interest in these kinds of collaborations across the country."

"We start out with the hypothesis that school change is the most important thing that we can try to do. . . . It's that potential that continues to drive the interest in these kinds of collaborations across the country."

Tom Smith
Vice President
Public/Private Ventures

Action Steps and Findings

To some observers, the Boston experience has achieved some lofty goals, but it has fallen short in the sense that its primary goal—fundamental school reform—remains elusive. Other observers say it is too soon to write the effort's final chapter.

The Boston Experience

The Boston public school system was, in almost everyone's assessment, a failure, having lived through the crises wrought by the struggle with desegregation in the 1970s. In 1982, the business community, building on earlier involvements, took steps to help correct the problem.

The school improvement effort, known as the Boston Compact, received nationwide attention. It was, in effect, a series of three bilateral agreements signed between 1982 and 1984. The business community agreed to provide priority hiring for the city's public high school graduates. Local colleges and universities agreed to admit more public school graduates. And the building and trade unions agreed to recruit graduates for apprenticeship programs.

In return, the Boston School Department agreed to increase daily attendance by 5 percent each year; to reduce the high school dropout rate by 5 percent each year; to increase college placement and job placement rates by 5 percent each year; and to improve academic performance by producing graduates who were at least minimally competent in mathematics and reading.

In 1987, the Boston Private Industry Council appointed a committee to study the net worth of the compact project. The committee found that strong alliances had been formed among the signers of the agreement and that significant gains had been achieved, most notably around employment objectives.

The compact's hiring campaign developed jobs for 1,007 Boston high school graduates in 1987. Nearly 250 graduates were enrolled in programs designed to prepare them for jobs in the construction industry. And the Boston Compact helped to generate $25 million in business-financed initiatives, such as the ACCESS Scholarship Awards program. Further, the 1988 Boston Summer Jobs Program placed 3,117 high school students in private sector jobs.

Meanwhile, the participating colleges and universities created the Higher Education Information Center, which provides services to 18,000 Boston students each year. The number of Boston high school graduates entering post-secondary schools increased by 17 percent over a three-year period. And the schools contributed more than $37 million in scholarships and direct services to the high school graduates, while successfully lobbying to increase state scholarships from $19 million in 1982 to $84 million in 1987.

As for the public schools, it was noted that, in general, the physical plant had improved; that the average daily attendance rate increased from 75 percent in 1982 to 85 percent in 1987; and that new standards of competency had been established for reading and mathematics.

But major problems persisted. The dropout rate remained alarmingly high, increasing from 43.6 percent in 1985 to 45.1 percent in 1987. Despite the establishment of minimum competency standards, 45 percent of all seniors were scoring below the 40th percentile on the Metropolitan Reading Achievement Test. And at 10 of the 14 non-examination schools, half of the seniors were scoring below the 40th percentile.

These findings prompted a year-long effort to draft a new compact, which reinforces the commitment of the partners and establishes new goals for instruction, parental involvement, post-graduate assistance, high school achievement, and academic performance. The new compact was signed in 1989. (See Appendix A).

First Steps and Long-Term Commitment

To some observers, the Boston experience has achieved some lofty goals, but it has fallen short in the sense that its primary goal—fundamental school reform—remains elusive. Other observers say it is too soon to write the effort's final chapter.

Perhaps, though, that is the greatest lesson the Boston experience can offer communities attempting to blaze trails in the frontier of business-school compacts. The lesson is that such a noble goal, in which fundamental changes in the nature of schooling are sought, requires a long-term commitment of support and interest and a greater understanding of the issues and problems schools face.

"It seems to us that there is a growing awareness around the country that partnerships, while often worthwhile, are too often not effective in improving the overall quality of American education," NAB president Kolberg says. "Dropout rates continue to stay the same or climb. Test scores continue to stay about where they were. School attendance records in most cities have not improved measurably. This is not to say we aren't working hard. This is to say that the problems are terribly, terribly difficult."

Amoco's Cartwright, who also serves on NAB's business advisory council, is involved with school reform in Chicago. His assessment is that regardless of early results, America is "fast approaching a decade of jobs compacts and partnerships."

"The business sector's early enthusiasm has been tempered by results that are far less than had been hoped for," Cartwright says. "The reasons are many: failure of the school administration to cooperate; business plans without accountability; apathy on the part of corporate leaders; short-term commitments; and unrealistic expectations that jobs alone would be a carrot sufficient to motivate the myriad of changes needed."

On the other hand, he adds, the jobs compact approach "is a natural and reasonable entry point for business to interact with the schools. However, it's just a starting point. Much more is needed. If we were to address the qualitative changes and shortfalls that need to be addressed, we need to look at instruction, delegated authority, relevant curriculum, local school autonomy, and, yes, even parental involvement."

Communities, he says, should not "give up on the jobs compacts strategies. They can be the first step, but don't assume that they alone will remodel the infrastructure of a failing school system."

Broad Issues to Keep in Mind

In 1986, NAB launched the Compact Project as an attempt to establish systemwide, school-business partnerships throughout the country. While Boston has been touted as the "granddaddy" of compact projects, and a model to emulate, it is also understood that each city needs to develop its own school reform initiative based on local needs and resources. Toward that end, NAB offers assistance to twelve selected communities seeking to draft and work out locally designed compact strategies. Seven sites were initially selected for the national demonstration project, and five others were added later.

Early feedback from, and review of, these and other compact projects shows promising results and directions. But more important are the lessons that have been learned—the ideas and encouragement that come from the experiences of others. These are the broad issues community players should keep in mind as they attempt to formulate and establish their own compact projects.

According to Kolberg, "10 lessons" can be gleaned from the

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Gene Cartwright
Manager
Community and Urban Affairs
Amoco Corporation

"If you're going to change the system, if you're going to do something that's more than a demonstration program, if you're going to have policy rather than just a gesture, many, many, many private sector firms must work together on the effort."

Bill Spring
Vice President
Community Affairs
Federal Reserve Bank

experiences of communities involved in compact projects. They echo in great part the observations that others have made in their work with, and studies of, compact projects.

Lesson No. 1: Business still doesn't adequately understand the magnitude and the seriousness of the problems of our public schools.

Colloredo-Mansfeld, of the Boston Private Industry Council, agrees. "There are conflicting demands and competing proposals for solutions to school problems," he says. "As more and more people get interested in it, there are more and more views on what to do about it, and for a while you go through a period where nobody has really got a coherent view of the problem."

Smith of Public/Private Ventures says it often "comes down to the question: 'What is it that the business side should know and should get to talk about with any authority about how school improvements happen?' and vice versa: 'What is it that schools should be able to say about what business can and ought to do to hold up its side of the bargain?' "

The tendency is "for that line to be drawn very, very hard," Smith says. "The problem is that business people aren't educators and educators aren't business people. There are real limits to how much you can or should say. So ultimately the collaborations are really all about somehow understanding, building trust, and finding ways to communicate about these issues and to make sense of them."

Lesson No. 2: Many business leaders in a community must be brought together to coalesce around education-restructuring issues.

It is essential that chief executive officers get involved, says Spring of the Federal Reserve Bank of Boston. "But not only must CEOs get involved," he says. "If you're going to change the system, if you're going to do something that's more than a demonstration program, if you're going to have policy rather than just a gesture, many, many, many private sector firms must work together on the effort."

Once gathered, the players need to adopt the business practice of market testing. From his involvement with the Minnesota Business Partnership, Inc., John A. Cairns, an attorney, found that the business community first needs to understand what's going on, then test an idea before placing it on the agenda and lobbying for it. If the idea passes muster, a strong communications effort is needed to help sell the idea, and its proponents must commit to bear with the effort.

"We are in for the long haul," Cairns says. "Most of the teachers, administrators, superintendents, and school board members who considered this debate to be their sole, private province, figured that we would toss this report on the table and leave, maybe get a few kudos from folks about nice ideas and so forth. They fully expected us to disappear a few months later."

Rachael Hedding, a school board member in Rochester, NY, says it is also important for the seekers of reform to reach out and involve as many community players as possible. She credits the "grass-roots" approach of her school board with securing the broad-based core of quality support that fuels the "Rochester revolution" for school restructuring and accountability.

Lesson No. 3: An institutional structure is needed at the local level to orchestrate the ongoing business commitment and to build the likelihood of continuity of business involvement.

What needs to be institutionalized, says Smith of Public/Private Ventures, "is not just a set of programs or activities, but the process of change itself. What you want to have in place somehow or another is (a mechanism for) evolving change to meet emerging needs over the long haul."

"If you are from a corporation," says Cartwright of Chicago, "and if you are truly interested in improving the schools you represent, go back and talk with your senior executives and ask: 'Are we in it for the long haul, or do we want the nice, soft, feel-good programs like adopt-a-school?' (Such efforts) are all helpful, but they don't turn the system around."

Lesson No. 4: Reform requires a high level of interest from at least three groups: educators, business leaders, and government officials.

"We have learned, and learned the hard way in a few cities," NAB's Kolberg says, "that without the third group, the chief elected officials and the general purpose government, you can't get there from here."

J. Kenneth Blackwell, a member of the Cincinnati City Council, found from his involvement in his city's business-education activities that "good intentions and reports with four-colored charts are not enough. You have to be willing to fully engage in the human struggle to turn around wasted humanity, to change families, neighborhoods, individuals, and, yes, schools. We have to be about the business of encouraging involvement. But, as important, if not more so, is empowerment."

It is necessary, he adds, to "recognize the human worth and dignity of all members of the compact partnership. You can't provide prescriptions of how others should lead their lives. . . if you don't empower people to be agents of their own uplifting, you have already lost the battle."

Teachers union leader Fondy maintains that it is critical to work the bottom-up route of reform and to develop an effective liaison with the teachers. One of the goals in Pittsburgh, he says, is to give teachers more responsibility at the school level for determining and reviewing instructional programs, goals, and outcomes. "If you're not willing to come in and deal with the teachers, then I don't think you're going to be able to look effectively at what's happening in the classroom," Fondy says. "Teachers are like everybody else. They are cynical. If somebody comes in, who doesn't teach, and tells them what they ought to do, they don't want to listen. But if somebody is demonstrating what ought to be done, or advising or helping or working in a peer relationship. . . they have to listen."

"Teachers are pivotal to the process," agrees Usdan of IEL. "Without the teachers, not very much is going to happen." The good news, he adds, is that both the National Education Association and the American Federation of Teachers are involved in a major reassessment, which provides "a unique opportunity to break down the adversarial collective bargaining that has characterized teacher relationships with school boards in the last 20 or 25 years."

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Councilman
Cincinnati City Council

"No one believed in 'snake oil'. . . . Instead, everyone understood that, especially in the poorest schools, sustained trial and error are necessary."

Paul T. Hill
Senior Social Scientist
RAND Corporation

Lesson No. 5: It takes patience.

Most, if not all, partnerships are formed in response to a sense of crisis, Kolberg says. "But reform is so complex, and is so endemic and has taken so long, that partnerships often lose their momentum," he adds. "They lose their way, leadership leaves, and you've got to start all over again."

School Superintendent McKenna agrees with Kolberg that compact players need to commit for the long haul. "What you are trying to do is heroic," McKenna says, and "it will be met with many obstacles. One of the greatest obstacles you will have is: 'Why doesn't this thing work within the time frame that we expected it to work?' And when that happens, you're going to get discouraged and believe that your system is flawed, when in fact it's not. You simply need to go back to the drawing board and reinforce your logistics."

RAND's Hill, who helped review the progress of six school systems involved in school reform, found that the communities had adopted a long-term, problem-solving approach. "No one believed in 'snake oil'," Hill says. "No one believed that the problem could be solved by one intervention that would suddenly make a huge difference. Instead, everyone understood that, especially in the poorest schools, sustained trial and error was necessary."

Lesson No. 6: Business needs to become involved in the governing structures of the schools.

Compact players need to work with chief state school officers, superintendents, the school board, and local officials, Kolberg says. Usdan agrees, noting that because of the Boston Compact, "the mayor and the school superintendent finally sat at the same table. I would argue that what we need in our urban districts is a dramatic reassessment of the relationship between general governance and school governance, particularly if we are going to intervene in the most pivotal stages in the lives of children and their families—early childhood, prenatal, postnatal, etc. It's going to require a set of comprehensive, integrated education and human services, which our current, fragmented delivery systems are not able to provide."

Kolberg adds that business people must be careful and "be sure that business involvement does not overwhelm the lead role that rightfully belongs to educators."

For example, Smith of Public/Private Ventures notes, "There's been a lot of talk about pushing for school-based management. While that may be a real instrument, and may be an item on the agenda for a collaborative group, it's still something that ultimately is a school-change issue and belongs to the schools."

The collaboration, though, could help schools advance the cause for school-based management so that, among other things, schools could design their own policies and programs for instruction and professional development and review, says Alfred Tutela, Superintendent of Cleveland Public Schools. "If, in fact, education for tomorrow is going to change," he says, "the structure has to change."

A key player in that restructuring is the state government. "The kind of change that is required is of a massive, social, institutional, organizational character," says former Maryland Schools Superintendent Hornbeck, who serves as chairman of the board of trustees for the Carnegie Foundation for the Advancement of Teaching. "That kind of change doesn't occur unrelated to new, context-setting legislation."

Hornbeck says 11 states—including Alabama, California, Colorado, Georgia, Illinois, Maryland, North Carolina, Pennsylvania, and Vermont—have received grants from the U.S. Department of Labor to develop legislation that contains five principles essential to set the context. The legislation, he says, should be outcome-oriented, performance-based, and consequences-driven; should mandate that creative control of the classroom and the budget-making process related to instruction rest at the school-house level, and not at the central office or at the state education office; should redefine roles so that personnel at the central office and in the state education agency are helpers, not regulators; should create a procedure so that school-related people could call upon—and count upon quick responses from—health and social service workers; and should establish enforcement mechanisms that lie outside the provider system to ensure that the process is not self-regulated.

"The state has to create the context, not deliver all the answers," Hornbeck says. Schools need to be "given the tools and flexibility that are necessary to do the job."

Lesson No. 7: Partnerships take time to evolve, because trust between the parties takes a long time to grow.

According to Boston's Spring, the essential first step is when both sides understand that they have a common cause.

"Educators want quality education for all kids," he says. "The fact that the kids aren't getting it is not because educators aren't trying their very best. It is not that if only you held a gun at their heads tomorrow they'd be able to teach. It's a much more complicated problem than that. Business people, on the other hand, are really sincere in their recognition that everybody's got to learn. And they also recognize they don't know how to teach. Schools have got to do the teaching."

"If your community can reach that point," he adds, "if the educators will concede that there is a serious problem of learning in their schools and the private sector will concede that they have a long-term commitment they can't evade. . .then you can begin to talk."

"The kind of change that is required is of a massive, social, institutional, organizational character. . . .That kind of change doesn't occur unrelated to new context-setting legislation."

David Hornbeck
Former State Superintendant of Schools
Maryland

Lesson No. 8: It is imperative to develop agreed upon and measurable goals that clarify the intent, focus the commitment, and permit periodic assessment.

In June 1988, Public/Private Ventures evaluated the progress of seven compact projects that had received assistance from NAB. Smith, who worked on the evaluation, says that the establishment of written, quantitative goals was taken seriously as an organizing principle and helped to bring school-reform issues into focus. On the downside, he adds, the process "created a sort of artificial agenda" and "had a way of narrowing the focus perhaps a little too early in the game. Once you agreed and signed off on a list of goals, those became ends in themselves (and

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Cleveland Public Schools

the tendency was to) pass by some questions about what it would take to get there."

It is imperative, Smith adds, that compact players establish a framework for reform and a review process. Too often, though, the effort stops short and collaborators confront issues in a "piecemeal" fashion, "dealing with elements of the overall process, but not with the larger set of issues that the compacts set out to deal with from the beginning." Most sites, Smith adds, fail to establish, but would benefit from, the development of a clear and full agenda that details needs, responses, and action steps. Also, a "hard review mechanism" should be instituted that not only raises the issues, but also raises the "discomfort level" among the parties setting out to deal with them.

There is, however, a case to be made for both "hard" and "soft" activities. As schools chief Tutela says: "I don't want more reports. I don't want to be told how to run my business. I need opportunities and incentives for kids." He notes how the "altruism" of Cleveland's scholarship and escrow program—in which students are awarded monetary dividends based on report card grades—has empowered the business-education compact to seek support for more fundamental changes.

This and other "soft" activities, such as awarding school jackets to the most-improved students, are "worthwhile things that collaborations should be concerned about," Smith says, because "they generate interest and energy in what's going on." But, he adds, they "can't be the sum and substance of the agenda. If all you end up doing is dealing with these 'soft' activities, you'll raise expectations in a way that they can't be met. You'll generate energy and interest that in time will turn into cynicism."

Tutela agrees. "If we avoid the higher-level issues" of school reform, he says, those in education "will regress back to the norm, because that's the standard in the business."

Lesson No. 9: Large infusions of money aren't necessary to maintain partnerships, but information and assistance that can encourage the endeavor are essential.

The RAND Corporation, in its study of six urban school systems "on the road to improvement," found that many big cities, like those studied, "have the financial, intellectual, and leadership resources needed to build their own educational improvement strategies. To initiate an effort, the school superintendent, business community, teachers union, and school board must unite to reach out and involve the larger community in educational issues; make information about school needs, resources, and performance widely available; forge community wide agreement about improvement goals; (and) subordinate the traditional roles of boards, administrators, and teachers to the larger imperative of systemwide improvement."

Superintendent Tuteia stresses that it is essential to focus on the human capital invested in school reform. "You can't do things differently with the same people responsible for doing them unless you have substantial development and training," he says. "And if there is no accountability system when it's all done, the (effort is) for naught."

The California Business Consortium for Management and Education provides that training for the state superintendent and his staff and for local school districts. The intent is to help educators develop effective management plans and to evaluate the performances of their subordinates. "We're talking about working with people who have Ph.D.s, and they are different," says Jerome P. Finnigan, Manager of Education and Training for the Xerox Corporation in El Segundo, CA. "The very nature of the educational requirement to get a doctorate necessitates an awful lot of individual study. To then say, 'We want you to work as a team, you need to rally and create support for your programs through other people,' is a real challenge for them. I think they are beginning to see. . . that being a manager is an 'okay' thing."

Lesson No. 10: Business people have only limited knowledge of education reform issues. Involvement at the local level builds that knowledge, but information and technical assistance are needed to hasten the learning process.

According to Martin J. Blank, a senior consultant for the Institute for Educational Leadership, "business people who are involved in adopt-a-school or other kinds of support programs with the public schools should use the opportunity, and should use the access they have to school systems and to principals and to teachers, to learn more about the dynamics, organization, and structure of public education so that they have a real sense of the dilemmas that educators face in trying to change to meet the needs of young people today."

Business people, Blank adds, should "build on that kind of information by networking through business and education organizations, such as NAB and IEL, so that they can learn how to apply their new knowledge and understanding to become more aggressively involved in the process of basic change and reform within education."

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GUIDEPOSTS FOR ACTION ASSESSMENT

Businesses live and die by the bottom line. But in the complex world of school reform, it is not that easy to calculate the return on investment.

The Elusive Bottom Line

Businesses live and die by the bottom line. But in the complex world of school reform, it is not that easy to calculate the return on investment.

"How do you know what you're getting? Do you know if the money being invested. . . (is), in fact, producing the things you want?" asks Cairns, former executive director of the Minnesota Business Partnership, Inc. "The absence of an effective, widely accepted assessment method, it seems to me, is one of the greatest limiting factors in this whole debate."

Smith, of Public/Private Ventures, says it helps if collaborators understand from the outset that there is a difference between school change and collaboration.

"Collaborations are about school change, no question about that," he says. "But specific change in the schools is something that kind of happens on its own terms, in its own time frame, and with its own set of actors. There are a lot of different things that can be going on at any given time that make up school change overall, (even though) a collaboration may be a key element that drives a lot of other things that are happening."

Thus, the issue of assessment is raised on two fronts: How do you judge a school's performance in its mission to prepare an educated workforce, and how do you judge a business-school compact in its mission to provide support, guidance, and oversight to the system charged with educating America's youth?

Framework for School Assessment

According to Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, it is imperative that those involved in school reform "clarify the content of education and find better ways to measure the results."

In addressing The Business Roundtable, which met in June 1989 in Washington, D.C., Boyer echoed the concerns of participants who met two months earlier at the Compact Institute.

In the midst of the latest education reform movement, Boyer said, "we still can't agree on how to evaluate school performance, and without reliable yardsticks, no one seems to know for sure if our $180 billion annual investment in public education is paying off."

Education, he added, is "like an industry that's unclear about its product, and, thus, is hopelessly confused about quality control."

Boyer recommended that a National Council on Education Trends, a nongovernmental panel of "distinguished citizens from all sectors," be established to "develop a framework by which school performance. . .could be appropriately assessed."

Judging a System's Strengths

Boyer's recommendations for the types of questions such a panel should ask serve as a starting point for compact participants who seek to develop guidelines for assessing school effectiveness in their own communities:

Does each state have clearly defined goals for education? Are schools held accountable for results?

Is school financing adequate? Are states reducing the inequity from one district to another?

What about the dropout rate? Is it going down, especially among black and Hispanic populations?

Do teachers feel good about their work? Are salaries adequate and are working conditions getting better?

Judging a Classroom's Strengths

As for student performance, Boyer recommended that the following questions be asked:

- Can all students read with comprehension, write with clarity, and accurately compute?
- Have all students learned about the world around them? Do they know about their own heritage, other cultures, and have they discovered the interconnected nature of our world?
- Can students think critically and integrate ideas?
- Do they know the joy of reading and have the motivation for lifelong learning?
- Are the nonverbal abilities of students—including the aesthetic—being shaped in school?
- Is education increasing the students' self-esteem and helping them become tolerant of others?
- Are students, through community service projects, learning to become responsibly engaged?
- After graduation, how do students perform in college and at the workplace? Are we, in short, preparing our students to be better workers, better citizens, and better people, too?

In the final analysis, Boyer said, it is necessary "to design, for the 21st century, a curriculum that focuses, not just on knowledge acquisition, but on integration, too. If this nation can invest billions in new weapons systems, why can't we invest in a new curriculum for the nation's schools? Specifically, let's have an endowment for this project, supported by both public and private funds."

Framework for Compact Assessment

Before judging a school's success, an effective compact collaboration needs to be established. In his company's assessment of seven of NAB's compact projects, Smith says an attempt was made to formulate some guideposts for understanding and strengthening the effects of existing compact programs and for those coming on line. The resulting "framework for assessment," discussed at the Compact Institute, has three key elements:

Element No. 1: Conditions for Change

Compact collaborators need to assess how well they create the conditions for change in their community. The first step is to develop a shared vision.

"Now that sounds awfully soft," Smith says, "but I think it's really important in dealing with an initiative of this kind, that has as many aims, that's as difficult (as it is), and that's going to be as long term, to start out with a broad, galvanizing, consistent vision of what the collaborative is going to do and what its benefits are going to be for the community."

With the vision has to go the leadership, he adds, and there are three key ways to assess leadership quality:

Visibility: Are people who are reasonably important in your community willing to step out front to say: "We're making a commitment to this."?

Duration: Are they willing to stick with it? "This may be the most important and the hardest characteristic to achieve in leadership," Smith says. "We all know now that these are projects that are not going to (achieve their goals) in two years or even three years. These are initiatives that are going to be longer than that, probably by a good margin. What that takes is some kind of sustained leadership that can carry through,

Before judging a school's success, an effective compact collaboration needs to be established.

Collaborations must develop a broad mission, a practical vision.

(that can) keep the vision out there in front of people, and keep it as a galvanizing force to maintain support."

Breadth: Are they representative of a cross-section of community players? "In some ways," Smith says, breadth is "a code word for: 'Do you really have business on board?' 'Do you really have education on board?' But I think it's also an indicator of how many segments and elements of the community beyond business and schools you are able to draw toward what you are doing, interest in what you are doing, and get support from."

Element No. 2: Defining Change

Collaborations must develop a broad mission, a practical vision.

"The practical vision is about means," Smith says. "It's about how you can get to there from here and who's going to be responsible for the different steps. . . And this can be a very, very hard phase in the process. It involves diagnosis of what is in the community, what is needed in the community, who is or isn't meeting the needs in the community, and how do you set it up, taking action and starting to get things done."

It also involves the realization that today's vision could be tomorrow's mirage.

"The conclusion that they're coming to in New York," said an educator at the compact conference, "is that the ultimate goal has to be developing the ability of schools themselves to change. . .The reality is that that goal will be constantly changing, because if you work in a particular school, a particular area, you may have one population for 10 years, and all of a sudden, because of a wave of immigration or some other demographic changes, the school may totally change . . .and also the nature of the student body. And if that faculty and that administration is not able to change and adapt to that new situation, then the goals that you set for them when the school was in a certain situation will not be able to be accomplished."

According to the RAND Corporation report, *Educational Progress: Cities Mobilize to Improve Their Schools*, a "city-wide school improvement strategy must combine two complementary strands. The outside strand attracts and mobilizes political support and other resources from outside the traditional school bureaucracy, from taxpayers, businesses, and the larger community. The inside strand focuses on the content of schooling—curricula, academic standards, incentives and work rules for teachers, and a philosophy of school management."

"In many cities," the report notes, "the outside strand is the more fully developed of the two. The prospects for real and sustained improvements in the schools are greatest where the inside and outside strands are both well-developed and closely articulated."

Element No. 3: Managing Change

In business, there is a textbook approach for managing change in the individual organization. "You have some clear agreement on what things are going to be changed and you delegate clearly to individual people which pieces are going to get done. And then you judge the individual people on the basis of how far they got in what they were supposed to do," Smith says.

In private-public collaborations, he adds, "you don't have the same, simple textbook approach that you can build in, especially in a collaboration between organizations that are as different in many ways as businesses and schools are. The expectations are different, the ways of going about things are different."

Smith suggests the following means for managing change in a business-school collaboration:

- **Review forum:** A senior grouping of people "who sit down on a regular basis to look objectively at progress and at obstacles and to think through what corrective actions are needed to get to where you want to go. This is the kind of forum where the hard issues come up," Smith says. Other forums can be established for reporting progress and accomplishments and to "maintain the vision for an awful lot of people," Smith says, but the review forum, or the "discomfort forum," is the place where key people should "sit down and say what's really happening here and what isn't."

- **Collaborative agent:** Simply put, people need to be in place to do the work. "Those of you who have started out with some basis of loaned staff, or staff that are detailed part-time to work on these things, know that you reach a point where something breaks or tears," Smith says. "Or where things stop happening because you can't spread people that thin. So there has to be some agent, there has to be some agency, in place to do this." Private industry councils, he adds, "are nice, convenient places to start for an awful lot of communities" and "may be an important first base, but what's needed as you move further on down the line is some determination of how much level of effort (is needed) and where it's going to be lodged."

- **Change managers:** Needed on line are the people closest to the students and to the employees who will put into effect what a collaboration seeks to do. "Besides having the involvement of the superintendent and a couple of key, chief people, you'd better have principals," Smith says. "You'd better have people who work with the counselors and you'd better have people who work with the curriculum. Similarly, on the business side, you'd better have personnel managers and people who are involved in the job input side of things. These are the people who are going to manage through the pieces of change and the elements of change that you want to institute in each local community."

- **Interim goals and activity timetables:** These are clear statements about what you want to do and when you want to get there. They are also "food for the review forum," an opportunity to judge how far a collaboration is from its goals and what steps should be taken to overcome obstacles in the way.

- **Mechanism for institutionalization:** For many sites, this is a process down the road, Smith says, but it is important to keep in mind that "what gets institutionalized is not just a set or programs or activities, but the process of change itself." A criticism of schools is that they have failed to adapt to changing needs and circumstances—a criticism collaborations should work to prevent. "In some ways, what that really comes down to is a question of money," Smith says. "Where is the money going to come from to pay for these things over the long pull? The first couple of years you can live off a mix of some hard money and some soft money, but over two and three and five years, you should begin to look for secure, long-term sources of money if these collaborations and the things that they want to do are going to survive and be met."

It is important to keep in mind that "what gets institutionalized is not just a set of programs or activities, but the process of change itself."

Tom Smith
Vice President
Public/Private Ventures

Conclusion

In the six years since the National Commission on Excellence in Education released its report, "A Nation at Risk," America has been in the midst of what Ernest L. Boyer, President of the Carnegie Foundation for the Advancement of Teaching, calls "the most sustained drive for school renewal in its history."

Yet, despite higher academic standards and teachers' salaries, "there still remains a disturbing gap between rhetoric and results," Boyer said in remarks before the June 1989 meeting of The Business Roundtable, a group of 200 leaders of top U.S. corporations. "Many of our students receive a first-class education. But the majority go to schools that range from good to mediocre, and for large numbers of our young people, schooling is a failure."

It is a cost American business can no longer afford to pay. According to "Training America," a report released in June 1989 by the American Society for Training and Development (ASTD), the nation is "reaping the scant harvest of our neglect—a learning deficit in our workforce as threatening to the economy as our monetary deficit."

The report continues: "In an era when competitive advantage is fleeting, when change is constant, and the whole globe is home base, America needs a new vision of success. In the face of rapid change, the first recourse of a nation, an institution, or an individual is the ability to learn quickly. The hard truth is that the United States has not invested in that ability while other nations have, and consequently we are not as competitive in the global marketplace."

It's a theme that was repeated often at the Compact Institute and in most detail by Dennis P. Doyle, a senior research fellow at the Hudson Institute.

"I would suggest to you that the Japanese are the first people in history to have successfully brought to fruition a great American and democratic dream, and that is successful mass education," Doyle says. "We've thought about it. We've worked at it. We've tried it. But we haven't pulled it off yet."

A highlight of the Japanese success story, he says, is that nation's goal and ability to bring underachieving students into the ranks of the well-educated, creating a greater pool of talent for business to draw upon. For too long, Doyle and other observers say, America has wallowed in the luxury of high birth rates, counting on the cream of the crop to carry the load of industrial workplace rigors and demands.

"The Japanese are proud to boast that they have the best bottom half in the world and they clearly do," Doyle says. "For too long, we, as a people, thought we could get along with the best top half, which we clearly have. The good news is that we still have what it takes—the top half. The bad news is that we have not begun to think seriously enough about what it is going to take to bring up the bottom half. . . If America is to be economically productive, to be viable, to be successful in the world economy, we must deliver the goods to the least among us."

As Joshua I. Smith, founder, chairman and CEO of the Maxima Corporation, notes, "education and training are the primary systems by which the human capital of a nation is preserved and increased."

"Education and training are the primary systems by which the human capital of a nation is preserved and increased."

Joshua I. Smith
Chairman and CEO
Maxima Corporation

"Unless we implement more effective methods of teaching the disadvantaged, we may have to learn how to tolerate the intolerable. And this could include acceptance of a stunted economy, weakened by a shortage of skilled workers, and acceptance of a permanent underclass, shut out of society through a lack of education."

William H. Kolberg
President
National Alliance of Business

With that in mind, it is an interesting time for business-school partnerships. Nary a report is released that doesn't call for a direct relationship between the people who educate our students and the people who employ our workers.

According to a news report in the June 14, 1989 edition of *Education Week*, The Business Roundtable, for the first time in its history, dedicated its annual meeting to a single topic—education. The guest list for the June 1989 meeting had been expanded to include an additional 200 corporate executives. At the meeting, President George Bush announced his intention to appoint an education advisory committee that a White House press officer said would meet quarterly to examine education reform in the context of "innovation, accountability, and flexibility." Both the president and Secretary of Education Lauro F. Cavazos called for more business involvement in upgrading precollegiate education.

In "Training America," the ASTD recommends that "employers should become full, active partners with educators to develop a competent workforce. This involves forming partnerships to bring business management and productivity standards to education reform; contributing resources, including dedicated personnel and learning technology to the education effort; and establishing policies regarding the kind, quality, and outcome of relationships with local school systems."

In a nutshell, that is the mission the Boston business community set upon in 1982 when it entered into its original compact agreement with public school officials. It is also the mission Boston, and a growing number of communities nationwide, continue to hammer away at in the pioneering work of business-school compacts. It is hoped that this work will continue and spread throughout the nation, resulting in both a better-educated populace and a more competitive workforce for the 21st century and beyond.

As William H. Kolberg, president of the National Alliance of Business, says "Unless we implement more effective methods of teaching the disadvantaged, we may have to learn how to tolerate the intolerable. And this could include acceptance of a stunted economy, weakened by a shortage of skilled workers, and acceptance of a permanent underclass, shut out of society through a lack of education."

APPENDIX A:
NEW GOALS OF THE BOSTON COMPACT

Goal #1—Instructional Goal

To improve the quality of education by enabling each individual school to be responsible for the quality of education it provides. Success in achieving this goal will mean that the individual school manages budget allocations, staff hiring, and curriculum development.

Measures:

(a) To ensure that the new contracts with the Teachers and Administrators' Unions are negotiated by Fall 1989 and will recognize school-based management as the appropriate administrative process in all schools beginning with the school year 1989-90.

(b) To develop appropriate standards of evaluation which grant more flexibility in operating individual schools in return for accountability by those schools in meeting established performance objectives.

Goal #2—Parental Involvement

To increase BPS parents' involvement in the education of their children. To help achieve this goal, parents will be given increased opportunities to enroll in education and job training programs.

Measures:

(a) Over five years, recruit at least 50% of parents to sign a Parents' Compact which commits the parents to assuring that their children attend school regularly and complete all homework assignments.

(b) Increase by 20% per year the number of parents participating in school programs relating to their children and use this measure as an indicator of individual school performance.

(c) Increase by 20% per year the number of BPS parents who enroll in education and job training programs. Provide college and tuition assistance information to parents.

(d) Implement the new student assignment plan in the kindergarten, and grades 1-6 by September 1989 and in all schools by September 1990.

Goal #3—Post-Graduate Assistance

To create a comprehensive follow-up program that assists students for up to four years after graduation. The program will be designed especially to help those who experience employment difficulty in the years following high school graduation, those who leave college before completing their education, and college students who need assistance following graduation.

Measures:

(a) Provide tracking, placement, and referral assistance to at least 75% of each graduating class for up to four years, through a cooperative arrangement with Boston Public Schools, Fenway Retention Consortium, Building Trade Unions, the ACCESS Scholarship Program, and the Higher Education Information Center.

(b) The business community will provide "priority hiring" for every high school student who chooses to pursue work rather than higher education or military service after graduation.

(c) The business community will also provide "priority hiring" for all BPS graduates who complete a program of higher education.

Goal #4—High School Completion

☐ To cut in half the number of students who drop out of the Boston Public Schools over the next five years and to double the number of alternative education opportunities available to youth who have dropped out.

Measures:

(a) Reduce by 10% each year the number of students who drop out of high school.

(b) Double in five years the number of dropouts who enroll in alternative programs leading to a diploma.

(c) Increase the opportunities for dropouts to enroll in vocational education programs, such as those offered at the Madison Park/Humphrey Occupational Resource Center.

Goal #5—Academic Performance

☐ To ensure that Boston students have the academic skills needed to achieve their potential in our competitive society.

Measures:

(a) To eliminate each year 20% of the difference between the average achievement of Boston students and Massachusetts students on statewide achievement tests in all tested areas.

(b) To raise the average score of Boston students up to the norms on national achievement tests in reading and mathematics.

(c) Restructure the high schools so that every high school provides a comprehensive pre-college curriculum.

(d) To adopt a new broad based assessment program to be implemented in the Boston Public Schools as being developed by the Measurement Committee of the Boston Compact.

APPENDIX B:
BIBLIOGRAPHY OF ARTICLES, REPORTS AND NEWSLETTERS

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APPENDIX C:
BUSINESS LEADERSHIP FORUM SPEAKERS

J. Kenneth Blackwell has been a member of the Cincinnati City Council since 1977; he was Vice Mayor twice and Mayor in 1979-80. He also serves as Associate Vice-President of Community Relations at Xavier University, where he has been affiliated since 1971. Long active in civic and political activities, Mr. Blackwell has been involved in the city's business/education activities, serving on the board of the Cincinnati Youth Collaborative. His honors include an Honorary J.D. (Wilberforce University, 1980), HUD Public Leadership Fellow (Harvard University, 1981), and an Honorary Ph.D. (Cincinnati Technical College).

Martin J. Blank, a Senior Consultant for the Institute for Educational Leadership, has been involved in the design and implementation of a review program on the results of the Institute's 1986 national school board study. Under the Institute's leadership, Mr. Blank also serves as consultant to the Stamford, Connecticut Public Schools assisting in efforts to restructure and improve the Stamford secondary schools program. With Jacqueline Danzberger, he is co-author of a paper entitled "Accreditation Training for Work" that examines the need and potential for an accreditation mechanism in the public job training system.

John A. Cairns is an attorney practicing in the areas of state and federal government policy, administrative law, real estate development and litigation with the firm Briggs & Morgan, a 145 member law firm in Minneapolis. Mr. Cairns is former Executive Director for the Minnesota Business Partnership, Inc., managing the efforts of the chief executive officers of the 75 largest companies headquartered in Minnesota as they influence state government in a number of areas related to the conduct of business and the quality of public service in Minnesota. He is Director of the Minnesota Shopping Centers Association and a past Chairman of the Citizens League Committee on the Future of Minneapolis/St. Paul International Airport.

Gene E. Cartwright, Manager of Community & Urban Affairs at Amoco Corporation, is a Trustee for the Erikson Institute and is on the Business Advisory Council of the National Alliance of Business. In 1988, Mr. Cartwright was the recipient of the YMCA Distinguished Service Award in Chicago. He received the Executive of the Year award from the Hispanic Alliance for Career Enhancement in 1987 and a Presidential Award for Summer Jobs for Disadvantaged in 1984.

Ferdinand Colloredo-Mansfeld, chairman and chief executive officer of Cabot, Cabot & Forbes, serves as Chairman of the Boston Private Industry Council. In this position, he has been an articulate and visible player in the newly negotiated Boston Compact II. Mr. Colloredo-Mansfeld has been long involved in employment and training issues; currently, he co-chairs the MASSJOBS Council. Additionally, he holds or has held directorships on the boards of many civic and community organizations. He is a former member of the National Alliance of Business Board.

Denis P. Doyle is currently a Senior Research Fellow at the Hudson Institute. Previously he has served as director of Education Policy Studies and Human Capitol Studies at the American Enterprise Institute and as a Federal Executive Fellow at the Brookings Institute. A recognized authority on education policy both in the U.S. and abroad, he is coauthor of two current publications: ***Winning the Brain Race: A Bold Plan to Make Our Schools Competitive***; and ***Federal Aid to the Disadvantaged: What Future for Chapter 1?*** His government service includes Assistant Director for School Finance and Organizations at the National Institute of Education, and Director of the Education Voucher Demonstration Program at the U.S. Office of Economic Opportunity. Mr. Doyle has also worked for the California State Legislature and the State Office of Economic Opportunity.

Jerome P. Finnigan is the Manager of Education and Training for Development & Manufacturing operations for XEROX on the West Coast. He manages a staff providing technical, management, quality training, and employee development programs. Mr. Finnigan is associated with the American Society of Training and Development, the CMA Education Task Force, the Business Advisory Committee for the Los Angeles County Board of Education, and the National Alliance of Business.

Albert Fondy, President of both the Pittsburgh Federation of Teachers and the Pennsylvania Federation of Teachers, is also the Vice President of the American Federation of Teachers, and the Pennsylvania AFL-CIO. Mr. Fondy is currently on leave of absence as a mathematics teacher at Carrick High School to serve as full-time president of the Pittsburgh Federation of Teachers. Under Mr. Fondy's leadership, the PFT membership has increased from 250 members in 1967 to approximately 3,500 members currently.

Rachael Hedding is a Member of the Rochester Board of Education. She has been active in the Rochester Schools since 1972 as a parent advocate serving on many districtwide committees. Ms.Hedding's involvement in the teacher/reform movement has been extensive as Chair of the Rochester Board's Personnel Committee; Chair of the Council of Great City Schools "Committee on Human Resource Development," and as a member of The Institute for Educational Leadership's "National Advisory Panel on Teacher Working Conditions."

Paul Hill is a Senior Social Scientist in the RAND Corporation's Washington Office. He is now directing studies of leadership processes in urban school improvement, private school alternatives for urban minority youth, and implementation of the 1986 Immigration Reform and Control Act. In eleven years at RAND he has also served as Director of Washington Operation (1981-87) and Director of the Education and Human Resources program (1979-80). He is co-author of RAND's new report, *Education Progress: Cities Mobilize to Improve Their Schools.*

David W. Hornbeck, an attorney for Hogan & Hartson in Washington D.C., is also a visiting Professor of Education and Public Policy at The Johns Hopkins University in Baltimore, Maryland. Mr. Hornbeck is the former State Superintendent of Schools for the Maryland State Department of Education. He is an active member of several organizations including Chairman of the Board of Trustees for the Carnegie Foundation for the Advancement of Teaching and the Edna McConnell Clark Foundation Advisory Committee on the Program for Disadvantaged Youth.

Dr. George J. McKenna III, former Principal of George Washington Preparatory High School in South Central Los Angeles, developed and implemented the Preparatory School Model, a program stressing academic excellence at all levels. In four years, he successfully changed an inner-city high school that had been torn by violence, low achievement and lack of community confidence into a school which now has an attendance waiting list, and where nearly 80% of the graduates enroll in college. He has also been a member of the faculty of California State University at Los Angeles, and a State Commissioner on the Governor's Educational Quality Commission. He now serves as Superintendent of the Inglewood Unified School District in California.

Joshua I. Smith is a member of the National Alliance of Business board. His managerial and entrepreneurial abilities have gained him and the company he founded in 1978, The MAXIMA Corporation, national acclaim in the business and civic communities. Mr. Smith has served on the faculties of Central State University and the University of Akron, and been involved in many segments of the information industry. Mr. Smith serves on multiple boards and commissions and has earned numerous awards, including the Minority Entrepreneur of the Year from the U.S. Departments of Energy and Interior, and was named Black President's Roundtable Businessman of the Year in 1987.

Thomas J. Smith is Vice President and Director of External Affairs at Public/Private Ventures (P/PV) with fifteen years of experience in demonstration management, human services, planning and research. He has worked on a number of school-business partnerships projects undertaken by P/PV as well as directing their Summer Training and Education Program (STEP). Additionally, he has directed P/PV studies pertaining to Private Industry Councils. Mr. Smith is co-author of *A Practitioner's Guide, Training and Education the Workforce in the Nineties: The Rationale for Public-Private Collaboration*, and *Youth and the Workplace*.

Alfred D. Tutela was named Superintendent of the Cleveland Public Schools In August 1986. Since he has been in Cleveland, Superintendent Tutela has compiled an impressive list of accomplishments. While Division Head of Student Logistics he helped develop, organize and implement a student reassignment and transportation plan for the desegregation of the Cleveland Public Schools. During his tenure as Administrator of Operations, Mr. Tutela introduced Minority Business Enterprise and Affirmative Action programs to the school district. Superintendent Tutela also was instrumental in developing a set of Five-Year Goals and Objectives that now serve as a blueprint for improvements that are to take place in the Cleveland Public Schools over the next few years. Mr. Tutela is currently pursuing his doctorate degree at Kent State University.

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